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DDI #02040-86
27 June 1986

MEMORANDUM FOR: Director of Central Intelligence
Deputy Director of Central Intelligence

FROM: Richard J. Kerr
Deputy Director for Intelligence

SUBJECT: Action Agenda

REFERENCE: DCI Memo, same subject, dated 10 June 1986

1. Over the past several years the DI has made progress in improving the quality of its product and making that product more relevant to the policymaker. Sustaining this momentum will not be easy. Future DCI's will have less clout and some future Administrations may want to push intelligence away from its current proactive role. The ability to sustain the current and critical role of intelligence will rest on the quality of our product, our objectivity--both real and perceived--and the relevance of the product to the policymaker.

2. The production of a timely, policy relevant and high quality product is fundamental to the DI's success. The keys to producing such a product are bright and experienced people, an environment that encourages creativity, direct contact with policymakers, increasingly detailed information on the full range of intelligence issues, and contacts with experts inside and outside government. Each of these key ingredients to a quality product need attention--now and in the future.

People and the Environment for Creativity

3. Analysts thrive in this organization not because of the personnel management system, a pleasant work environment, or the salary and awards. They work here and create quality products because they believe they are having impact on US policy, because the system allows individual initiative, and because of their direct involvement with the policymakers they serve. We need to foster this environment by rewarding creativity. But we also need to emphasize training analysts and their managers to question their assumptions, listen to critics, ask hard questions, and continually test their conclusions. Training and good leadership are essential. We have a way to go in both areas.



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4. Looking to the future, there are a number of specific measures we must implement and goals we must pursue to train our analysts and provide them the experiences, contacts, and tools they will need to continue to produce high quality intelligence:

We must expand and institutionalize our contacts with policymakers and experts inside and outside government. We have made significant strides in opening channels to the policymakers but we have a long way to go in systematically exploiting the expertise of those in the academic and business worlds. We still are inclined to respond to our critics by ignoring them or identifying the flaws in their arguments rather than acknowledging our own shortcomings and involving outsiders in the analytic process. Analysts and managers need to go out and aggressively pursue critics and those with differing views. We need to salt the DI with some people who have grown up outside this organization. DI management must push this from above and be willing to reward those who develop contacts outside. It also needs to take some chances on people who have limited intelligence experience but have had rich careers in other fields.

We must develop better techniques for presenting information to our customers. Hard copy current intelligence and research products always will be required. But an increasingly large number of people are computer literate and will want their information sent to them electronically. This approach might simplify security (need to know) and serve the customers more directly by giving them what they need, when they want it. It also could tie the customers more directly to their intelligence support. In addition, we need to put out some of our research product in a form that facilitates retrieval and makes our product a more integral part of the policy and military planning process.

We must underscore for consumers what we in CIA--after consultation with policymakers--believe are the most important intelligence issues the US Government will be facing and on which we are working. For FY-87 and beyond, we are introducing a new format for our annual research program that highlights up front our anticipated substantive priorities for the next 5 years and also draws attention to the dozen or so specific issues that we will focus on in our research and publications in the upcoming single year. These statements will be followed by our traditional display of issues and office programs. The FY-87 program, prepared in this format, will be available for your review in August in accordance with the normal research planning cycle.

We also need to continue to place analysts in positions overseas where they can gain a more intimate knowledge of the countries they study and to put them on rotation to policy positions to understand better the strengths and limitations of the policy process. This comes at a time when there are cuts in our overseas presence and money is being reduced to support training and external research. We hope to negotiate with the DO new procedures to allow increased numbers of analysts to serve overseas

We will be developing new procedures and training programs to increase our analysts' capability to task the more complex technical collection systems that will exist in the early 1990s, and will be working to expand the DI's role in identifying gaps in information and in influencing the decisions on which collection systems to fund. We need to reduce the involvement of our officers in the time-consuming aspects of tasking by developing new computer-assisted tools that can accommodate all-source collection strategies that will enable us to receive the specific information we need and avoid a redundant tasking of different systems. This will require close cooperation among DI units, the collection committees of the IC Staff, the DS&T and NSA. [REDACTED]

The DI must prepare itself to receive, analyze, and exploit the vastly increased amounts of data that we will be receiving from new systems. This will involve increased manpower and longer hours, especially in [REDACTED]

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The Directorate in the coming years must establish an effective system of reallocating personnel and financial resources among the offices in ways that we have not been forced to do in the past. The DI has grown rapidly over the last 5 years and has been able to meet most new challenges with new people and new money, but we must now prepare for the eventuality that in the coming years we will be obliged to work with our 1989 personnel ceiling of [REDACTED] and with no budget growth. With dollars and positions held constant, new responsibilities and better performance in the future must derive from heightened productivity. With the rapid growth of the last few years, we probably have introduced some redundancy and inefficiency that we can eliminate to free up additional resources. We will look also at opportunities for increased use of interoffice and interdirectorship task forces. We have already seen how this can pay off in [REDACTED]

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Continued improvement is necessary and will be made in a number of our personnel practices, as it is our ability to recruit superior officers and make them proud to serve policymakers' needs that is the basis of our strength and reputation. We are revising our recruiting procedures to avoid clogging the processing system with large numbers of applicants and instead are focusing on high priority skill areas. We will continue our efforts with OTE to improve critically important training programs for our growing proportion of new secretaries, ADP support personnel, analysts, and branch chiefs. Most important, in the personnel area the DI must continue to work with other directorates of the Agency to revise fundamentally our procedures for recruiting to reduce our desperate and growing shortage of clerical employees.

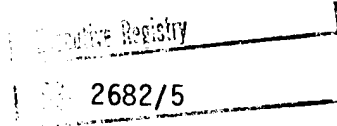

Richard J. ~~Kerr~~

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26 June 1986

NOTE FOR: DCI

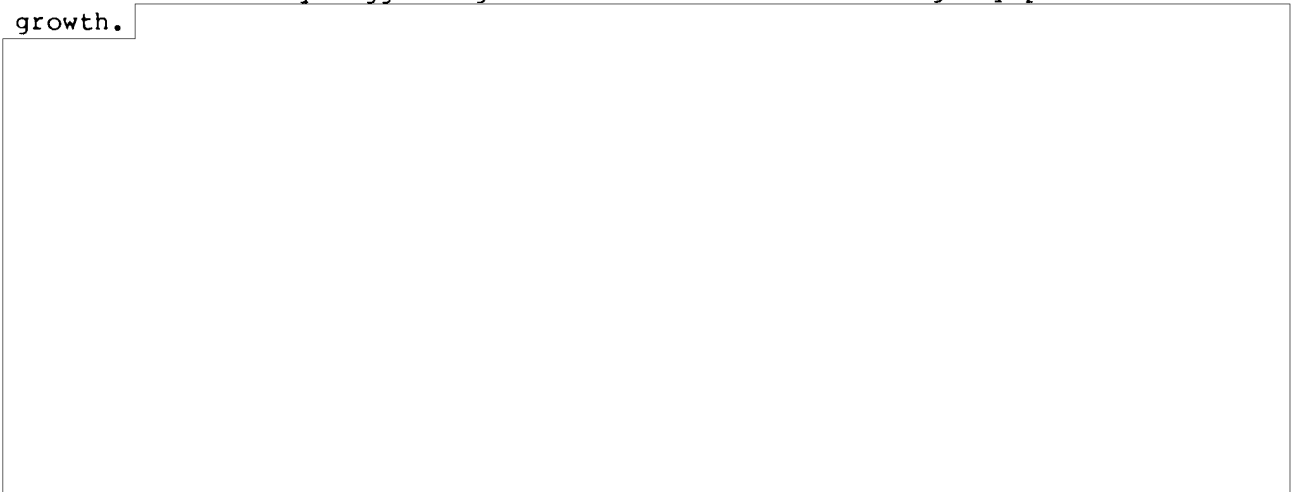
FROM : EXDIR

SUBJECT : Action Agenda

1. You have asked for our thoughts on needed longer range improvement or change. The Deputies will, for the most part, probably comment on their particular responsibilities and related outside relationships; I've tried mostly to think about us as a total organization but from an internal management perspective. My comments focus on personnel growth, information technology, moving away from the General Schedule, recruitment of future employees, and internal communications.

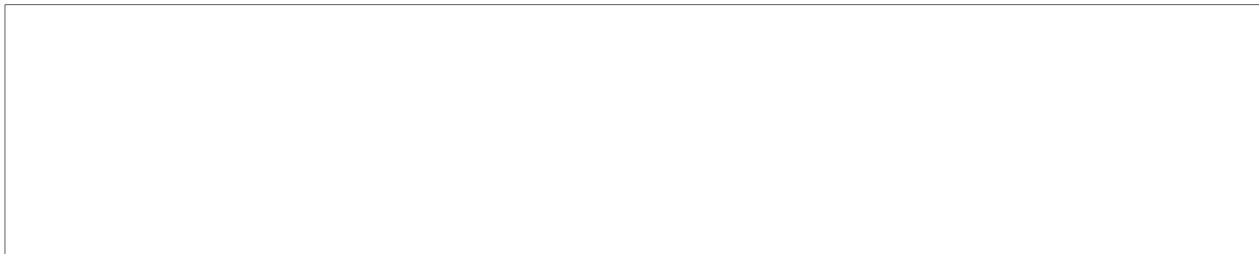
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2. I start by suggesting we call a halt to further Agency personnel growth.



3. We talked a few weeks ago about future directions in the computer world, about placing personal computers on desktops, about our beginning efforts to adopt industry-wide standards where possible, about taking greater advantage of commercially available products, and about building needed new capability and flexibility into our systems: Much is now underway. Here I want to highlight two points, one dealing with computer security, the other with artificial intelligence.

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6. Casting a somewhat narrower net and looking only at the staff functions serving the DCI and the Directorate front offices, the timing is about right to take important steps towards a "paperless" world. There have been technical and other reasons why we haven't proceeded faster than we have, but over the next year we should be in a position to make some bolder moves. Work in this area should help future leaders handle some aspects of their jobs more easily. I envision several small steps in the next few months to assert more front office leadership in this area.

7. On a less esoteric subject, I believe we should take a further large step away from the General Schedule that today controls our salary structure. Banding in the Office of Communications and the new secretarial compensation system now reach [] employees. We believe that both do a better job of rewarding, and hence motivating, our people than does the General Schedule. Hence, both show promise for the future. Anything which helps us keep valued employees at reasonable cost seems to me to be worth supporting. We need now to take a few months to lay out a master plan. But then we should begin another portion of the transition, involving an additional [] people. Our next big experiment should perhaps be outside the support world.

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8. Still on the subject of personnel, in a paper such as this, one can't ignore recruitment. Progress has been made, but we are still not where we want to be. Every time we solve one problem, we seem shortly to discover another. Too much senior energy is spent on this issue. Recruitment may have replaced our Congressional relationship as the issue which causes the largest amount of frustration. With full knowledge that each of us has his own prescription for what's required, I nevertheless suggest that the answer to our recruiting problem will combine the following six elements.

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9. First, the process by which we bring in new applicants must be managed so that new files are allowed into our process in proportion to component needs, and so that only a specified number of files are in process at one time. We have learned over and over (and again in the last few months) that our processing system can be overwhelmed by too many new applicants. Fixing this will probably require a sophisticated modelling effort.

11. Third, we should take advantage of the creation of this processing center to bring as much fresh thinking and automation to our processing as we can. The goal should be to hold our processing time for new professional employees to 120 days and to get our secretarial processing time down to 60 days.

12. Fourth, we need better factual information. Two years ago, I was astounded to learn that there was not one single report available to management which periodically summarized how everyone was doing on the recruiting issue. At considerable effort and with much support from the Office of Personnel, I got such a report produced. It is sent monthly. Hardly anyone looks at it. Each relies on his own data. Everybody has some reason why he needs information in some other format, but the result is that we talk past each other more often than we need to. The DDA should take on the task of making sure we have one authoritative monthly report which consistently meets everybody's information needs on this issue.

13. Fifth, by and large it seems to be true that the components which have solved their recruitment problems have taken on aspects of the recruiting problem themselves, and they have committed some of their most talented people to the issue. I think the message here must be that the committed professional in a functional area can always do a better job of attracting a potential future employee than can a Personnel professional, no matter how hard we try to equip that individual to cope.

14. Finally, I suspect we have some strongly held attitudes which need to change. There is a recent story of a young lady from a Virginia university who failed her polygraph because she admitted to sleeping with her boyfriend. . . a violation of state law. It's hard to imagine what business this is of ours in the first place, given that this is 1986. I think we have to seriously question the judgment involved. Again in the attitudinal area, many have serious doubts whether heavy DO reliance on new CT's is affordable and desirable. The notion that most new employees must come in at the entry level and that all must meet the same academic and psychological criteria probably needs searching discussion.

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15. On a different subject, a fairly common complaint on the 7th floor is that we sometimes don't hear about important issues early enough to affect their outcome. (The view from working levels is probably exactly the opposite!) Improving the upward flow of ideas and information about problems is not any easier to solve than the problem of communicating downward. Yet we can't stop trying. I suggest that we could use some devices or techniques to encourage better dialogue between senior people and component level management. Various approaches come to mind: one idea would be to have periodic sessions hosted by the DCI, to which all of our [] office/division chief people are invited for a presentation/discussion on some important issue. Doubtless there are better ideas about how actually to do this. But a serious attempt to demonstrate the intentions of senior management to open up communications could have benefit, I believe.

16. On a related note, I think we should do something specific in the next few months to maintain the spirit of teamwork and collegiality which has characterized the relationships between our most senior people. . . maybe an overnigher [] Earlier I suggested to Bob that you circulate these papers. Probably there are too many sensitivities to make that a good idea. Perhaps instead you might develop an agenda from the papers coming out of this venture and then get us together - nothing fancy; just eight hours of talk?

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ROUTING AND RECORD SHEET

SUBJECT: (Optional)

FROM:

R. E. Hineman
DDS&T
6E60 Hqs

EXTENSION

NO.

DS&T-528-86

DATE

26 June 1986

TO: (Officer designation, room number, and building)

DATE

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COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

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DDS&T-528-86

26 June 1986

MEMORANDUM FOR: Director of Central Intelligence
Deputy Director of Central Intelligence

FROM: R. E. Hineman
Deputy Director for Science and Technology

SUBJECT: An Agenda for the Future

In thinking about your charge regarding the major long-range issues facing the Directorate of Science and Technology and how we should meet them, I found that those of most concern to me extend to the Agency as well. These are strategic issues in that effectively dealing with them will require a plan extending beyond several administrations, making continuity of effort a challenge, and will require concerted action across the Agency. I believe we must find innovative ways of doing business in major areas to preserve and improve on our current levels of strength. Following you will find discussions of problem areas, many of them unrelated.

- People — We cannot rely entirely on the current program for improving the quality of our worklife, including remuneration, to attract and keep the people we will need to maintain our standards of excellence. The demographics of the U.S. are changing, making for shortages in some age cohorts and surpluses in others for the 1990's. We will see a dearth of EOD candidates in the 19-24 year group in the coming years for which we shall have to compete mightily. We will have many more good senior officers than there are division/group level jobs to go around. We are seeing the beginning of a trend in DS&T in which senior technical officers are leaving for industry. These officers typically have 8-12 years of service and are at the GS-15 level. They do not see a likely path of advancement with limited SIS ceiling and are staring at another 10-15 years of service doing the same thing at the same pay while their family situation, most often exemplified by the need to educate several

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SUBJECT: An Agenda for the Future

children, grows more and more bleak. They migrate to industry where the pay enables them to hold their end up at home and the work is reasonably rewarding. Yet, there are a growing number of jobs that do not fit the Agency norm for managerial recognition and require experienced, competent intelligence officers—counterterrorism, counternarcotics, or strategically relocatable targets, to name a few. These do not fit neatly into the organization of the Agency. They now require special action, such as formation of task forces, to effect a solution. If we cannot keep sufficient experienced officers to work on these problems, we are in deep trouble. Security is another reason we should not complacently accept the continuing exodus of a significant number of officers with 10-15 years experience, especially if they will have trouble locating meaningful positions outside the Agency. The impact of technological advances and the differences in career expectations of the current generation of new employees compared to Agency tradition also pose personnel problems. The technological half life of engineers in the 1970's has been estimated at 5-7 years. The implications of this for training and the rehabilitation of professional design and analysis tools are enormous.

We will never eliminate all of the migration to industry but I believe that it can be curbed considerably by addressing the quality of life question. Some of that is already underway (for example, your Excellence program, better working conditions, etc.). The EXDIR's task force on human resources must be encouraged and permitted to recommend changes in our personnel system. We may find that a new and innovative pay system will provide the needed push to keep our talented work force.

- Recruiting — This Agency has for a number of years had great difficulty in the recruiting and processing areas. Because of the strict controls we place on our people and on their backgrounds, processing for employment at the CIA will always be much more laborious and

SUBJECT: An Agenda for the Future

longer in duration than nearly any other employment. There is room for improvement, however, in the recruitment field. I'm of the belief that we have relied too much on the recruiters whom we have stationed out across the country to do all the work for us. Certainly there are times when we have sent individuals on a special recruiting trip or groups to attend job fairs, but for the most part we have looked to the Office of Personnel recruiters. That just doesn't seem to meet with success. Two to three years ago, the Directorate of Science and Technology (DS&T) was faced with a severe shortage of people in order to carry out our assigned tasks, and we were receiving additional positions with each new fiscal year. We put forth a concerted effort by taking some of our best officers out of the line, put them on the road, and we have been successful. Today this Directorate is above strength, and we have not sacrificed quality to do so. That is not to say that we haven't paid a penalty. The price we paid was that of taking productive officers off line for a period of time so that they could give firsthand information to potential Agency employees. The people on the outside who are interested in this Agency want to talk with those who are doing the job today, not those who did the jobs a few years ago. We somehow have to get across to the senior managers in our Agency that recruitment is not somebody else's business, but it is a responsibility that we all must share.

There is no single answer to keeping our recruiting healthy and responsive to Agency needs. The recruiting process itself is a place to focus. The Office of Personnel should develop or have developed for themselves a quantitative model of the recruiting process. A systems dynamics model could well serve the purpose. I firmly believe we do not fully understand the dynamics of all the interdependent steps we must go through to EOD people in relatively large numbers. When I hear as late as 1985 that we could improve our processing time by reversing the order of the polygraph and the background investigation or that we need to more than double the number of polygraphers to make

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ceiling, I know we do not have a coherent picture of the process nor do we understand how the individual pieces affect each other. The process is amenable to more predictive analysis than we are able to do now. I mentioned that the best way to motivate potential recruits is to put them in touch as early as we can with our best officers. We encourage management at all levels to participate. So far our response has been good not the least reason being that our managers know they are responsible for a key portion of recruiting. They cannot pass the buck routinely to OP. In addition, we are advising all of our new SIS officers that some percentage of their time at the Agency must be devoted to Directorate or Agency-wide activities such as mentoring, teaching, recruiting, and serving on Agency welfare or benefit committees. The idea is to instill a sense of responsibility for a broader aspect of the Agency than their immediate assignment. Recruiting is also helped by making the overall package of Agency employment more attractive to people. This involves working on four fronts. First is the nature of intelligence work, a given that we must continue to polish and properly articulate to recruits. Second is remuneration, third is fringe benefits, and fourth is quality of the workplace. These last three are grouped together because many significant initiatives likely will be determined by Agency-wide action. The EXDIR's task force on human resources is a good place to get a well-researched list of things to do in these areas. I recently got a preview of their results. Some 18 items were identified from their work that appeared to be within my purview. Of these we found we could take action on about twelve. We need to keep innovative thinkers working on remuneration and benefits packages.

- Training — One of the most important things that we as senior managers can provide this Agency with is a solid, forward-looking training and education program. In years past our training program was criticized because it was more of an orientation program and provided our personnel with little in the way of education. About seven years ago the name was changed

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from the Office of Training to Office of Training and Education in order to give a signal more education was needed, and there were some attempts to change the program but none of them seemed to be accompanied with sufficient resources. In recent years we have made even more changes and have provided OTE with some talented individuals to manage the program. We still have not provided sufficient resources in terms of quantity of skilled instructors and high quality facilities in which to provide the instruction. The DDA is at the present time taking steps which should provide sufficient high quality facilities in which to conduct a meaningful training program; but the complete dedication of the DCI, DDCI and ExCom will be required in order for us to provide a high quality education program for our employees. For example, in order to take many of the management related courses one has to be a manager. We are not able to provide our people with management courses and then test them to see if they will make good managers. We do not pull some of our best managers out of the line for a six month or a one year tour in order to teach management techniques to our younger employees. We do not take our best contracting officers off line to teach contracting courses. I am sure the same is true for case officers. In fact, there are many cases where we are reluctant to take some of our best employees and provide them training so that they will become even better because we think we cannot afford to have them away from their jobs. It is very natural for managers to want to keep their employees close at hand at all times in order to do the best job possible, but if we are going to have a high quality work force ten to fifteen years from now, it behooves us to pay the penalty now to provide the necessary education of our people. We must have a series of courses that are tailored to our specific needs and management must insist that people take the courses and that the best teachers are made available. We cannot do it all in-house and we must rely to some degree on training programs available in industry and academia.

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- One Agency -- Right now you have four distinct cultures making up the CIA. That is not remarkable in itself. What is of concern is that these cultures are not converging to develop intelligence officers who not only have expertise in their fields but also know the intelligence business on a broader scale. Nor are we fostering a bias toward Agency decisions rather than directorate decisions in our most senior managers. As a result, our sense of family is diminishing. We have trouble facing up to problems that do not fall into neat organizational pigeon holes. Too often, organizational changes, shifts in Agency strategy, and resource

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SUBJECT: An Agenda for the Future

allocation decisions are treated as zero sum games among the directorates. An inability to readily focus the Agency's best talents on all of our problems, irrespective of in which directorate they reside, will lead to second-rate operations and second-rate products in more instances than we would like to think about. The only obvious solution to this situation is a constant concerted effort by all levels of management to ensure that we are attacking problems as an Agency.

I hope the above thoughts will be helpful to you and will serve as a catalyst for discussions and actions.



' R. E. Hineman

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cc: EXDIR

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Executive Registry

06-2682/4

10 June 1986

MEMORANDUM FOR: Deputy Director for Operations
FROM: Director of Central Intelligence
SUBJECT: An Action Agenda

There is a tendency in the latter half of the second term of any President for government organizations to coast, having run out of ideas, initiatives and energy. This obviously cannot be allowed at CIA. I want to leave this place in the strongest possible shape for the next President who likely will face even greater challenges than Ronald Reagan. This means we cannot afford to rest on our laurels and complacently be content with what we have accomplished in the past several years.

Each of us holds these senior positions for a relatively short period of time and I believe it is important that we use that time not only to manage the organization effectively but to devise and implement measures that will strengthen and improve our work over the longer term.

Accordingly, I would like for you personally to prepare for me and the DDCI your appraisal of areas in your organization where longer range improvements and strengthening still are needed and the measures you plan to accomplish such improvements or changes. I am interested not just in organizational changes, but also efforts to change attitudes and ways of doing business both within your organization and between it and other parts of CIA and the government.

While day-to-day management is important, efforts to bring about longer range strengthening of the organization are equally so. I am concerned that we not become focused on the day-to-day problems to the exclusion of broader and longer range needs. I would like to have this memo from you by June 20th.

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William J. Casey

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Executive Registry

86- 2682/3

10 June 1986

MEMORANDUM FOR: Deputy Director for Science and Technology

FROM: Director of Central Intelligence

SUBJECT: An Action Agenda

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William J. Casey

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CS- 2682/2

10 June 1986

MEMORANDUM FOR: Executive Director

FROM: Director of Central Intelligence


SUBJECT: An Action Agenda

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Executive Registry

SS- 2682/1

10 June 1986

MEMORANDUM FOR: Deputy Director for Intelligence
FROM: Director of Central Intelligence
SUBJECT: An Action Agenda

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William J. Casey

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SS- 2682

10 June 1986

MEMORANDUM FOR: Deputy Director for Administration
FROM: Director of Central Intelligence
SUBJECT: An Action Agenda

There is a tendency in the latter half of the second term of any President for government organizations to coast, having run out of ideas, initiatives and energy. This obviously cannot be allowed at CIA. I want to leave this place in the strongest possible shape for the next President who likely will face even greater challenges than Ronald Reagan. This means we cannot afford to rest on our laurels and complacently be content with what we have accomplished in the past several years.

Each of us holds these senior positions for a relatively short period of time and I believe it is important that we use that time not only to manage the organization effectively but to devise and implement measures that will strengthen and improve our work over the longer term.

Accordingly, I would like for you personally to prepare for me and the DDCI your appraisal of areas in your organization where longer range improvements and strengthening still are needed and the measures you plan to accomplish such improvements or changes. I am interested not just in organizational changes, but also efforts to change attitudes and ways of doing business both within your organization and between it and other parts of CIA and the government.

While day-to-day management is important, efforts to bring about longer range strengthening of the organization are equally so. I am concerned that we not become focused on the day-to-day problems to the exclusion of broader and longer range needs. I would like to have this memo from you by June 20th.



William J. Casey

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86- 2391

30 May 1986

MEMORANDUM FOR: Deputy Director of Central Intelligence
FROM: Director of Central Intelligence
SUBJECT: Judgments and Policies

Along the lines we discussed very briefly this morning, I would like to select some topics that are crucial to the judgments and policies that will be required in the next two years, then get the best work on them, putting together a small group of the best people we can identify. Here's a starting list:

1. How do the Soviets now see the struggle? Where do they think they stand? What do they think they can accomplish? I would think this would focus on three principal areas -- the strategic arms contest, the regional conflict, the economic and political contest.

2. The Third World struggle and military versus our economic and technological assets. This was crystallized in memos from you,

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3. The political contest along the lines suggested in the Suzanne Massie speech at the Smithsonian, my memo on our discussion with her, Brzezinski's memo on Poland and the Soviet Union.



William J. Casey

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